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REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE THIRTY-NINTH SESSION OF THE GOVERNING COUNCIL, 4-29 MAY 1992

Rapporteur Mr. Luis ESPADA-PLATET (United States)

Addendum

CHAPTER VI. UNITED NATIONS POPULATION FUND

(continued)

Botswana

1. UNFPA proposed a comprehensive five-year population programme in the amount of $3.7 million, of which $3 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $700,000 from a combination of sources, including multi-bilateral sources.

2. The broad objectives of the programme are to assist the Government in: (a) reducing the current rate of population growth; (b) enabling parents to determine the timing and spacing and number of their children by providing them with access to information and modern and effective contraceptive methods; (c) increasing the utilization and quality of family planning services; and (d) reducing the high rate of pregnancy among teen-age women.

3. One delegation, citing the programme's focus on establishing and expanding alternative channels for delivering family planning services to men, recommended that the UNFPA programme draw upon the experiences of neighbouring Zimbabwe, which had had considerable success with male motivation activities.

4. The administration welcomed this suggestion.

5. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Botswana (DP/FPA/CP/119).

Gambia

6. UNFPA proposed a comprehensive five-year population programme in the amount of $4 million, of which $2 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $2 million from a combination of sources, including multi-bilateral sources.

7. The specific objectives of the programme would be: (a) to reduce maternal mortality; (b) to develop a comprehensive population IEC programme and an appropriate institutional framework and to promote the expansion and intensification of IEC activities targeted especially at males and adolescents; (c) to increase awareness of population issues and promote responsible parenthood; and (d) to enhance the role and status of women.

8. One delegation noted that the programme could succeed only if it made a concerted effort to educate men in family planning and related matters. The delegation also emphasized the importance of taking concrete steps at the village level to ensure the effective implementation of the MCH/FP programme.

9. The administration agreed on the importance of educating men. It also agreed on the need to take concrete steps at the village level. This was addressed in the programme's IEC activities, which would seek, among other things, to create awareness among men, women, youth and community leaders at the community level about such issues as responsible parenthood, safe motherhood and better child care through family planning.

10. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Gambia (DP/FPA/CP/108).

Kenya

11. UNFPA proposed a comprehensive four-year population programme in the amount of $13.6 million, of which $9.6 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $4 million from a combination of sources, including multi-bilateral sources.

12. The proposed programme would support government efforts: (a) to reduce the rate of population growth; (b) to reduce the total fertility rate; and (c) to enhance the health and socio-economic status of women and adolescents through improved and expanded MCH/FP services and population IEC activities.

13. Numerous delegations commented on the proposed programme. One noted that the programme should give high priority to family planning activities in the context of reproductive health and HIV/AIDS prevention. As such, the programme should target men

and adolescents as well as women. Another delegation asked if the recent positive demographic trends reflected the beginning of the demographic transition or whether they were merely a temporary phenomenon. This same delegation suggested that adolescent fertility had been adequately researched and that it was not necessary therefore to provide additional funds for this purpose. A third delegation asked whether UNFPA had devised any special measures to help with the coordination of the programme, particularly in view of the many donors active in the population field in Kenya. Another delegation stressed the importance of publishing the results of the 1989 census as soon as possible.

14. The administration agreed that high priority should be given to family planning activities in the context of reproductive health and HIV/AIDS prevention. UNFPA believed, moreover, that Kenya was in fact about to enter the demographic transition, provided its programme worked well and was well financed. Concerning the funding of further research on adolescent fertility, the administration stated that it was still necessary to carry out such research in order to encourage the Government to support services for adolescents. Regarding coordination, the administration said that this was the responsibility of the Government. UNFPA continued to work closely with the Government in this area, encouraging it to meet regularly with all donors, both separately and collectively. UNFPA agreed that the 1989 census results should be published as soon as possible. Training in up-to-date census software applications would facilitate this undertaking.

15. The Standing Committee recommended that the Governing Council approve the fourth UNFPA country programme for Kenya (DP/FPA/CP/110).

Lesotho

16. UNFPA proposed a comprehensive five-year population programme in the amount of $3.5 million, of which $2.5 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $1 million from a combination of sources, including multi-bilateral sources.

17. The broad objectives of the country programme are to: (a) reduce the rate of population growth; (b) improve the quality of family life; (c) enable parents to determine the timing, spacing and number of their children by providing them with access to family planning information and safe contraceptive methods; (d) expand and improve the quality and continuity of contraceptive supply; and (e) improve the status of women and their participation in national development.

18. Several delegations expressed their full support for the proposed programme.

19. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Lesotho (DP/FPA/CP/118).

Malawi

20. UNFPA proposed a comprehensive five-year population programme in the amount of $10.5 million, of which $6.5 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $4 million from a combination of sources, including multi-bilateral sources.

21. The specific objectives of the programme are: (a) to develop and incorporate a population policy into the strategies and programmes of various government ministries, NGOs and the private sector; (b) to assist the Government in determining achievable targets to increase the contraceptive prevalence rate; (c) to increase the demand for delivery of MCH/FP services; (d) to improve the status of women; and (e) to increase knowledge and enhance awareness of the interrelationships between population, the environment, and development.

22. One delegate, noting that Malawi was a priority country for his country's population assistance, said that his country would like to collaborate with UNFPA in various population projects.

23. UNFPA welcomed such collaboration.

24. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Malawi (DP/FPA/CP/111).

Namibia

25. UNFPA proposed a five-year population programme in the amount of $4.5 million, of which $3 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $1.5 million from a combination of sources, including multi-bilateral sources.

26. The programme's immediate objectives would be: (a) to facilitate the collection and analysis of data to provide a benchmark for further work in population and development planning; (b) to contribute to the creation of awareness on population issues; (c) to facilitate the slowing of population growth rates; (d) to contribute to the reduction of infant and maternal mortality rates; (e) to increase contraceptive prevalence, and contribute to a reduction in teen-age pregnancies; and (f) to facilitate the integration of population variables into socio-economic planning.

27. Numerous delegations commented on the proposed programme. One delegation noted that her country wished to collaborate with UNFPA in AIDS prevention activities. Another said that the UNFPA strategy of integrating family planning services into the primary health care network was the only viable approach. This delegation, however, felt that the $1 million allocated to data collection was too high, given the success of recent census enumeration.

28. The administration replied that only $300,000 of the $1 million allocated to data collection was allocated from UNFPA regular resources. The remaining $700,000 was to be provided under a multi-bilateral arrangement. Furthermore, the UNFPA allocation would be used to analyse, process and disseminate census data.

29. In response to the administration the delegation noted that her Government had already allocated $1.5 million for the conduct of the census. It therefore would not allocate additional resources to data collection activities in Namibia.

30. The Standing Committee recommended that the Governing Council approve the first UNFPA country programme for Namibia (DP/FPA/CP/115).

Nigeria

31. UNFPA proposed a five-year population programme in the amount of $35 million, of which $21 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $14 million from a combination of sources, including multi-bilateral sources.

32. The main objectives of the programme are: (a) to contribute to a decrease in maternal and infant mortality; (b) to achieve a lower population growth rate through the reduction of fertility; and (c) to enhance the status and condition of women and encourage their full participation as equal partners in the development process of the country.

33. Several delegations commented on the proposed programme. One delegation, noting that Nigeria was a priority country for his country's assistance, said that his country looked forward to collaboration with UNFPA. He also noted that his country hoped to be able to make up for some of the $14 million shortfall in UNFPA regular resources. Another delegation observed that the UNFPA programme complemented her country's $70 million, seven-year programme in Nigeria. A third delegate asked if the revised estimated population of Nigeria, which was some 20 million less than the earlier United Nations projection, would result in commensurate reduction of the UNFPA resources earmarked for the programme. This delegation also sought clarification on the prevalence of AIDS in the country.

34. The administration, expressing its appreciation for the pledge of additional resources, noted that the lower estimate would not affect the level of resources earmarked for the programme. Indeed, the programme's proposed budget still fell well short of that which was needed. Regarding the incidence of AIDS, the administration pointed out that the data on AIDS were insufficient and that the incidence of AIDS was likely much higher than reported by the Federal Ministry of Health. Nonetheless, the Ministry was aware of the inadequacy of the data on AIDS and thus had initiated efforts to improve data collection and reporting.

35. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Nigeria (DP/FPA/CP/94).

Swaziland

36. UNFPA proposed a five-year population programme in the amount of $2.75 million, of which $2 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $750,000 from a combination of sources, including multi-bilateral sources.

37. The broad objectives of the proposed country programme are to assist the Government in: (a) achieving a balanced population growth commensurate with resources; (b) reducing infant and maternal mortality and teenage pregnancy; (c) creating awareness and public understanding of population issues; (d) improving the national capacity to integrate demographic variables into national development planning; and (e) promoting the status of women through the elimination of practices that hinder their participation in population and development activities.

38. Several delegates expressed support for the proposed programme.

39. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Swaziland (DP/FPA/CP/116).

United Republic of Tanzania

40. UNFPA proposed a five-year population programme in the amount of $21 million, of which $13 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the remaining $8 million from a combination of sources, including multi-bilateral sources.

41. The objectives of the programme are to assist the Government in: (a) expanding and improving the quality of MCH/FP services in order to reduce maternal mortality and morbidity and infant mortality; (b) developing and implementing a comprehensive, multimedia national population IEC programme; (c) integrating population factors into development planning; (d) strengthening the national capacity to collect, process, disseminate and integrate population information into development planning; (e) enhancing the status of women and their participation in population and development activities; and (f) promoting awareness of the linkages between population, development, and the environment.

42. A number of countries commented on the proposed programme. One noted with satisfaction that the UNFPA programme closely complemented her country's population programme in the United Republic of Tanzania as well as those of other donors. She expressed concern, however, that the proposed level of assistance was twice that of the previous UNFPA programme. Another

delegation, emphasizing the importance of family planning, said that it was essential for UNFPA to make every effort to provide the full amount recommended in the programme. A third delegation, expressing concern about UNICEF/UNFPA coordination in the area of MCH/FP, asked if there were mechanisms in place to ensure optimum collaboration between the two organizations.

43. In response to the query about the doubling of resources over the Fund's previous programme, the administration noted that the Government had recently begun to implement its population programme. UNFPA hoped that its assistance would help the government programme gain momentum in the next few years. Moreover, as indicated by the discussion in today's Standing Committee, several donors may be forthcoming with additional resources. Concerning UNICEF/UNFPA coordination, the administration pointed out that the two organizations maintained close consultations at the field level. Furthermore, as in other UNFPA programmes, UNFPA would concentrate on family planning activities whereas UNICEF would concentrate on addressing the needs of children. UNFPA would also assign an adviser to the Ministry of Health to help oversee the coordination of activities in this area.

44. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for the United Republic of Tanzania (DP/FPA/CP/113).

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DRAFT REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE THIRTY-NINTH SESSION OF THE GOVERNING COUNCIL, 4-29 MAY 1992

Rapporteur: Mr. Luis ESPADA-PLATET (United States)

Addendum

CHAPTER II

ADOPTION OF THE REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE SPECIAL SESSION OF THE GOVERNING COUNCIL, 10-14 FEBRUARY 1992

1. At its 7th meeting on May 1992, the Standing Committee adopted the report of its in-sessional meeting held during the special session of the Governing Council, 10-14 February 1992 (DP/1992/47).

CHAPTER III

FIELD VISITS

2. The report of the UNDP-UNFPA field visit to India (8-14 March 1992) and Bhutan (15-24 March 1992) was presented by the mission leader. Representatives of nine delegations participated in the vist: Algeria, Bolivia, Denmark, Guyana, Mauritania, Nigeria, Netherlands, Norway, and Switzerland.

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3. Nine delegations made comments on the report, including four of the mission members. The latter warmly thanked UNDP for its assistance, both at headquarters and in the field, for organizing the visit and for ensuring that it was a most valuable familiarization and learning experience of actual conditions in the field. They also mentioned that it had provided an opportunity for them to discuss at first hand the practical implications of decisions made by the Governing Council as well as a better understanding for formulating future decisions.

4. The main conclusions and practical implications to be drawn from these can be summarized as follows:

(a) Country specificity. UNDP mandates and policy priorities must be adapted to the particular situation and needs of each country and must address the dilemma of conformity with both UNDP and government priorities;

(b) Comparative advantage. UNDP, UNFPA and other United Nations organizations should provide assistance according to their own comparative advantages. In this respect, it was recommended that UNDP should carry out a survey to request all resident representatives to assess the UNDP comparative advantage in their respective countries, in both generic character and actual performance. An integrated approach should also be adopted for the role of United Nations specialized agencies;

(c) Common definitions. Commonly recognized definitions should be adopted within the United Nations system for concepts such as the programme approach and national execution;

(d) Coordination. UNDP should give high priority to its coordination role and to the need for regular meetings both for the exchange of information as well as for more substantive programming. UNDP should also strengthen national capacity in the area of aid coordination. The needs for such assistance in coordination vary greatly according to circumstances in each country;

(e) Field visit to Latin America. A field visit should be scheduled to Latin American countries; the lack of a knowledge of Spanish on the part of some members of the Governing Council should not prevent such a visit from taking place;

(f) Capacity-building. The objective of capacity-building should be fulfilled, particularly in the six areas of focus;

(g) UNFPA advocacy role. The importance of the role of UNFPA was stressed, especially the need for close coordination with the more general development role of UNDP;

(h) Programme approach. The need for early despatch of the guidelines was emphasized.

5. Replies to the above were given by the Resident Representative for India, who indicated that he was pleased that the field visit was successful and that it had been a valuable opportunity for mutual exchange of experience;

6. The Director, Policy Division, Bureau for Programme Policy and Evaluation, concluded by summarizing the activities under way in the Division to backstop field offices in connection with the above points.

7. The Deputy Executive Director, UNFPA, also commented on the Fund's comparative advantages and on the important complementary role it plays with UNDP, for example in the area of census-taking. He also mentioned the need to incorporate the population dimension into UNDP and United Nations Children's Fund (UNICEF) country programmes.

CHAPTER IV

PROGRAMMING DOCUMENT FOR SOCIAL DIMENSIONS OF ADJUSTMENT

8. The Assistant Administrator, BPPE, introduced the programming document (DP/1992/52) which involved an SPR contribution of $1.3 million to complement the $4 million to be provided under the regional programme to initiate a new project entitled "Poverty Alleviation and Macroeconomic Reforms in Africa", instead of proceeding with a second phase to the earlier SDA project. These arrangements had been agreed to in the light of the conclusions of the evaluation of the above project.

9. The objectives of the SPR-funded components are to (a) integrate into the policy dialogue in other regions the results of experience and research in the Africa region and to enable African researchers and policy-makers to benefit from the experience of other regions and (b) to strengthen the capacity of research institutions and policy-makers in developing countries to monitor the social impact of the adjustment process. These objectives will complement those of the poverty alleviation project, which will concentrate on the human development and capacity-building dimensions of the programme at the regional level.

10. Two delegations made comments on the proposal and suggested that further information was required before they could recommend its approval.

11. One delegation considered that the present proposal did not clarify how the new UNDP approach would differ (apart from dropping the statistical element) or even improve upon the current regional approach of the SDA initiative. In particular, it did not address how it would enhance the role of the African countries in SDA. The delegation also questioned whether the current experimental methodology was ready to be applied outside the African region and whether it would really constitute an improvement on that used to date. While welcoming the enhanced role to be given to United Nations specialized agencies, the delegation urged that coordination with the World Bank, the African Development Bank and the international donor community should be maintained. Finally, the delegation recommended that UNDP should reconsider its decision not to continue with a second phase of the SDA project but should rather remain as an active and contributing member of the steering committee.

12. A second delegation expressed a number of concerns: (a) the need to demonstrate clear linkages between national, regional and SPR funds in support of SDA activities; (b) the need to ensure that SPR funds were targeted more specifically towards capacity-building, and that those activities were not left only to country indicative planning figures; (c) the need to address serious management problems highlighted in the evaulation; (d) the need to spell out clearly other aspects of the SDA programme funded from other sources; (e) the need for the design of the Poverty Alleviation to be fully completed before approval of the SPR component and for linkages between them to be clarified; and (f) the need to clarify the proposed administrative arrangements to be established to ensure that project activities were coordinated and integrated.

13. The Standing Committee agreed to revert to this issue following informal consultations.

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Rapporteur: Mr. Luis ESPADA-PLATET (United States)

DRAFT DECISION I

Programme approach

The Governing Council,

Recalling its decision 90/21 of 22 June 1990, in particular paragraph 4 (a) thereof, in which the Governing Council requested the Administrator to develop more programme-oriented mechanisms for the provision of technical cooperation with a view to allowing more flexible and effective support of national programmes,

Recognizing that effective human development must be sustainable and based on national capacity, including the capacity for development management,

Also recognizing that effective external cooperation must be fully integrated with national endeavours and executed according to comprehensive programme frameworks designed to attain national developement objectives,

1. Endorses the report of the Administrator on the programme approach (DP/1992/46), which examines the implementation of action occasioned by the shift from a project to a programme approach and defines the concepts inherent in this approach;

/...

2. Requests the Administrator to continue to develop guidelines and revised operational tools in consultation with the United Nations specialized agencies;

3. Also requests the Administrator to submit a progress report to the Governing Council at its fortieth session (1993).